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MEMORANDUM FOR THE RECORD

SUBJECT: Proposed Structure of an Organization to Implement a New ESE Building at Headquarters Site

1. The recent determination to look to new construction at the Headquarters site to house environmentally sensitive equipment (ESE) establishes a multifaceted number of variables and considerations which should be addressed in terms of project scale, definition, and degree of planning effort required to accomplish this task.

2. Determination and description of a planning organization in terms of function, numbers, disciplines, and a time frame within which planning efforts could be accomplished to implement such a building program is a measure of the extent to which manpower would be assigned and tasked to study and evaluate the resulting impact of related Agency functional variables upon the proposed program.

3. In response to a request to define and provide supporting rationale for the structure of such a planning organization, the following discussion paper is intended to accomplish this task on the basis of a comparative exercise.

4. If it were assumed, as a comparative exercise, that the ESE project were to be implemented in the Headquarters Building, primary problem definition would be the design and modification of existing enclosed space in the building to house known functions and easily quantifiable numbers of environmentally sensitive equipment and systems which would be relocated from one location to another within the building.

5. The related impacting variables to be considered would be the design and construction of space for components displaced and of backfilled space to be occupied later. In this instance, such variable impacting factors would be minimal in number and scope and would have minor or no effect on a majority of other Agency functions or space. In essence, Agency organizational and functional posture during and following project implementation could be easily conceptualized and planned within existing and known limits of building structure; and without concern or consideration for consolidation of other technical based Agency functions as part of this project. No factors external to the Agency would be involved.

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6. The extent of an in-house planning organization to accomplish the above task would amount to three project officers and a secretary consisting of an architect and engineer and a general staff officer with general project supervision provided by a senior Division level officer. Their planning efforts would be phased to include preparation and development of the following:

a. A conceptual scheme of organizational and functional posture before, during, and following project implementation.

b. A general project program defining and relating organizational relationships and functional requirements in terms of general descriptions of standard space, technical space, proposed operating systems, utilities support systems, and miscellaneous support systems concerning security, safety, communications, computer systems, etc. Private consultants would be commissioned to conduct necessary feasibility studies and system studies in order to develop various aspects of this general project program.

c. A detailed project program defining specific requirements for space, utilities services, technical system features; and security, safety, and communications support systems. This package, supplemented with appropriate outline specifications, would become a project directive and serve as a scope of work which would be submitted to GSA and the commissioned Architect-Engineer (A&E) as a measure of project requirements definition.

d. Upon commissioning of an A&E, Agency project officers would coordinate, influence, and monitor design and construction through liaison with GSA, A&E, and the building contractor.

7. In comparison with the assumed premise above, the implementation of ESE needs through new construction at the Headquarters site is a matter which immediately creates a problem definition of a much higher order of magnitude. Essentially three major categories of impacting factors would become apparent and should be addressed as part of a planning approval and decisionmaking effort. These factors consist of internal Agency variables, external impacting variables, and prior planning commitments which have been derived from joint interagency actions and approvals.

8. Prior Agency planning commitment consists of an existing Agency Preliminary Master Plan of the Headquarters site. As part of the approval process for the new Headquarters Garage Project, the National Capital Planning Commission (NCPC) imposed the requirement for submission of a Preliminary Master Plan for review and approval of total proposed site use. Such approvals have been received following formal hearings and are a matter of record.

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9. The objective of the Master Plan was to provide for the consolidation of all local Agency functions at the Headquarters site except the National Photographic Interpretation Center (NPIC) [redacted] STAT The conceptual thrust of the plan included the Headquarters Building, a research and technically oriented building complex, and a relatively standard office use building complex. NCPC qualified its approval with the requirement that the maximum amount of parking facilities be integrated within the structures of the two proposed new building complexes. Variances from the existing approved Master Plan would require involvement in another complete review and additional formal NCPC hearings for updated approval of a new and revised Master Plan.

10. The existence of a Master Plan provides a structure within which a determination could be made whether a portion or all of its concept should or could be accomplished at any given time. This determination would require an analysis and updating of criteria upon which the Master Plan was conceived, and the development of options relative to present scales of short-range, medium-range, and long-range solutions to Agency building program requirements.

11. Availability of such options in the new Building complexes of the Master Plan would then be considered as an integral ingredient of planning in order to determine the most advantageous and practical Agency organizational and functional posture in new buildings, Headquarters Building, and external buildings during the following project implementation. This planning effort would involve an indepth study of internal Agency variables and would result in a family of Agency posture alternatives for consideration as short, medium, and long-range project definition.

12. When an acceptable and integrated position is determined through consideration of the above options and alternatives, a present, interim, and future conceptual Agency organizational and functional posture would be achieved. The inevitable result of such planning would be the consolidation of more Agency technical functions with ESE functions and supporting office space in a new building. A total conceptual plan, indicating juxtaposition and proposed distribution of Agency components and building occupancy would be the basis for the next phase (general project programming) of the planning effort.

13. The next phase of planning would be conducted within the approved framework of Agency posture and would involve a degree of refinement and description of its principal parts for further consideration, study, and decisionmaking. In essence, it would result in the development of a general project program as previously described in paragraph 6B.

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14. Following the completion of general project programming, concurrent planning efforts would be accomplished to address the impact of external factors and detailed project programming.

15. At this stage of project definition, further analysis and planning is required to ensure compliance with requirements of various Federal laws, statutes, and guidelines as they relate to implementation of a Federal building system. In-house planning efforts would be necessary to address the impacting external factors as follows:

a. Preparation and Presentation of Project Prospectus

(1) Project purpose

(2) Project scale

(3) Project description

(4) Estimated project cost

(5) Estimated project time frame

(6) Project justification

(7) Public Works Committee Hearings (Public Law 92-313)

b. Fulfillment of Environmental Procedures

(1) Environmental Assessment

(a) Analysis of probable impact factors

1 Population movements

2 Traffic

3 Air pollution sources

4 Water - potable and drainage

5 Sewerage

6 Land use

7 Ecological systems

8 Housing

(b) Probable adverse environmental effects

(c) Alternatives considered

(d) Relationships between short-term uses and long-term productivity

(e) Irreversible and irretrievable commitment of resources

(2) Environmental Description

(If negative impact determination)

Submission to Environmental Protection Agency (EPA), NCPC, and GSA

(3) Environmental Impact Statement

(If positive impact determination)

(a) Preparation and submission of draft and final environmental impact statements through Federal publications, clearing houses, and news media to the general public and local and Federal jurisdictions for review, comment, and interaction.

(b) Public hearings as necessary

(c) Submission of final Environmental Impact Statement to EPA, NCPC, and GSA.

c. Ensure compliance and coordination with updated guidelines and policies of local and regional planning organizations, some of which are as follows:

(1) NCPC Comprehensive Plan for the Development of the National Capital Region

(a) Vehicle limitations

(b) Population increase limitations

(c) Utilities distribution limitations

(d) Federal Center concentration limitations

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(2) Metropolitan Washington Council of Government's Water, Sewerage, and Housing Plans and Programs

(3) Fairfax County Regional Planning

(4) Department of Housing and Urban Development and GSA Regulatory Procedures on Housing

d. Ensure consideration of updated scale, magnitude, and impact of a potential Department of Transportation building program, adjacent to the Headquarters site, upon regional planning limiting factors of the general surrounding area.

16. The concurrent development of specific and detailed project requirements would be supportive of efforts to address the above external factors and as a basis for defining actual Agency requirements for the Architectural-Engineer (A&E) design phase to follow. This planning effort would be the development of the detailed project program as described in paragraph 6c.

17. Upon the completion of detailed project programming, a scope of work would then be available as a directive of specific requirements for design of the building program. The Agency staff would then coordinate, influence, and monitor design and construction through liaison with GSA, A&E, and the building contractor.

18. The recommended structure and size of an in-house planning organization which would study, evaluate, define, justify, program, and implement a new building program as generally outlined and discussed above would amount to an initial staff of approximately ten people.

19. Organizationally, the planning group would be integrated with the presently chartered Building Planning Staff (BPS) which is a component of the Real Estate and Construction Division (RECD). The Deputy Chief of RECD would continue to serve as C/BPS in addition to his present Division duties. The remainder of the staff would consist of two architects, one mechanical engineer, one electrical engineer, two generalist staff officers, two draftsmen, and one secretary. This staff would be specifically dedicated to this proposed new Headquarters building program and could be expanded to handle other new building programs such as the proposed new NPIC building. Adequate space now exists within RECD to house such a planning organization.

20. If such a planning group is created, its key participants should initiate this project together in order to ensure a simultaneous and

equivalent learning curve and to attain the resulting continuity which would be the measure of project success. In order to achieve this goal and provide the planning disciplines necessary for total project overview, it is recommended that initial staffing for the first phases of planning include one secretary and six project officers in support of a Chief who is already in place. The six project officers would consist of two architects, one electrical engineer, one mechanical engineer, and two staff generalist officers. As planning continues into the more detailed phases of programming and through design and construction liaison, two draftsmen and perhaps one additional secretary would be necessary to meet project requirements.

21. In order to conduct proper coordination with Agency components, each directorate would be requested to identify a liaison officer who would relate to BPS and act as focal point responsible for all Directorate input, response, support, and actions relative to building program development.

22. In contrast with the approach of the two previous Building Planning Staffs, it is not recommended that specialists from key Agency components such as OC, OS, OJCS, etc., be assigned to the staff during the initial phases of planning. The results of previous experiences with such assignees indicates a less than satisfactory arrangement for optimum performance of their expected duties and for further professional and career development. Assignees tend to become out-of-sight and mind of the parent organization and, in many instances, fall behind in the state of the art of their specialties. They also fail to grow in their specialty at the same rate as their contemporaries and, in many instances, their career development is certainly not enhanced by their absence from their parent organization.

23. In view of the above outlook, it is recommended that the in-house address of technical systems requirements studies be accomplished through the creation of in-place special study groups within or across Agency component lines as necessary. Special study groups would be created on the basis of specialty and technical requirements which require specific systems analysis for problem definition, input, and decisionmaking for planning requirements. Some areas of specialty study would be security systems, communications, communications security, computer systems, laboratories, behavioral systems, imagery, etc. Participants in each study group would participate with their fellow specialists as part of their own parent organization and be tasked by the BPS through the Directorate liaison officer to provide appropriate systems studies or input as required. Supplementary studies and input in these areas could be provided by private consultants either independently, in conjunction with, or in support of study groups. Accordingly, the needs of the building program planning and

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the needs of the specialist in terms of professional development and growth and career development can be achieved with the best results.

24. The timing for the creation of this planning staff is as soon as possible, if the Agency desires to move toward the construction of a new special purpose (ESE) building or actively pursue construction to replace NPIC. The time frame for accomplishing the design and construction of a new building, or buildings, under the planning phases outlined in this discussion paper would approximate seven to 10 years depending upon the scope and scale of the building project to be completed and the degree of difficulty which may be experienced by the Agency in the environmental impact area, NCPC approvals, Congressional hearings, and the availability of design and construction funds.

25. A recent paper addressing the extent to which the leases on four major Agency leased buildings (Magazine, Key, Ames, and Chamber of Commerce) should be extended was submitted by D/L to DDM&S for approval. The conclusions contained therein recommended lease extension provisions which, relative to the present time, would provide for a minimum to maximum range for lease tenure from six to 12 years. The major rationale which supported these recommendations was the seven to 10-year time frame required for implementation of a building program at Headquarters. Sufficient flexibility within the six to 12-year lease tenure period will provide maximum flexibility of assured building occupancy in the event of planning delays or unforeseen events impacting upon our building program efforts.

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